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ANNUAL REPORT
to the
GOVERNOR OF MONTANA
Honorable
Forrest H. Anderson



for the
Fiscal Year Ended
June 30, 1970

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MONTANA HIGHWAY PATROL

HELENA, MONTANA - 59601



FORREST H. ANDERSON
GOVERNOR

ROBERT H. MCKAY
CHIEF

31
August
1970

The Honorable Forrest H. Anderson
Governor
State of Montana
Helena, Montana 59601

Dear Governor Anderson:

In accordance with the requirements of Section 84-4002, R.C.M. 1947, there is herewith transmitted to you the report of the Montana Highway Patrol covering the fiscal year ended 30 June 1970.

The major problems confronting the Highway Patrol are of a financial nature. The improvement of present conditions within the salary structure, additional manpower, communications, physical facilities and legislation are of prime concern. The implementation of many measures to combat the problem of traffic safety fail to keep pace with the problem, due to deficiencies in the financing of such programs. Accomplishments seem insignificant when applied remedies fail to contain, let alone eradicate, the problem. Although much has been done, the needs continue to outstrip the efforts put forth.

Respectfully submitted,

ROBERT H. MCKAY, Colonel
Chief, Montana Highway Patrol



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PRINCIPAL OFFICES AND OFFICERS

MONTANA HIGHWAY PATROL BOARD

OFFICER TERM OF OFFICE	HOME ADDRESS
Joseph M. Nass, Chairman 2-1-67 -- 2-1-71	P. O. Box 7, Poplar
John J. Leary, Vice Chairman 6-1-67 -- 2-1-71	P. O. Box 729, Kalispell
William M. Kessner, Member 2-1-69 -- 2-1-73	P. O. Box 500, Black Eagle
G. R. Cooney, Member 2-1-69 -- 2-1-73	600 So. Arizona, Butte
Harold S. Hanson, Member 3-1-69 -- 2-1-73	2624 So. Bridger Dr., Billings

PRINCIPAL ADMINISTRATIVE OFFICERS

Colonel Robert H. McKay, Chief

PRINCIPAL OFFICE

Hustad Center
1014 National Ave.
Helena

LEGAL REFERENCES

GENERALLY

The Highway Patrol was created under Section 1741.2 through 1741.12, R. C. M., 1935, and is now coded as Section 31-101 through 31-116, R. C. M., 1947.

The policies necessary to administering statute requirements are contained in the Montana Highway Patrol Operations Manual, Volumes 1 and 2, and the Driver Examiners Handbook.

SPECIAL

DRIVER LICENSE PROGRAM

In 1947 the Legislature of the State of Montana created the Driver Examination Section of the Montana Highway Patrol, which operates under the provisions of Section 31-117 through 31-169, R. C. M., 1947. Further authorities relating to driver license functions are found in Section 95-618, Section 75-3308 and the following statutes relating to juvenile drivers: Section 32-21-163 through 32-21-165, and Section 94-801.2. In addition to the above, the Driver Examination Section administers the Safety Responsibility Act as contained in Sections 53-418 through 53-513.

FIELD SERVICES

The field services program functions under the statutes outlined in the following sub-groups.

Livestock-Littering. Sections 32-1018 through 32-1022, Sections 32-1629 through 32-1631, Sections 46-801 through 46-806.

LEGAL REFERENCES

FIELD SERVICES (continued)

Accident Reporting. Sections 32-1201 through 32-1217.

Rules of the Road. Sections 32-2101 through 32-21-113.

Vehicle Equipment. Sections 32-21-114 through 32-21-175.

Motor Vehicle Registration. Sections 53-101 through 53-302, Sections 84-6601 through 84-6604, and Sections 53-1001 through 53-1011.

Miscellaneous. Various sections of Montana tax and criminal statutes.

COMMERCIAL VEHICLE REGULATION

Commercial vehicle regulation functions under the following statutes: Sections 32-1110 through 32-3406, and Sections 53-622 through 53-803.

PRINCIPAL GOALS

The goals of the Montana Highway Patrol are primarily set by the legislative intent of the very laws fostering its existence. Management's responsibility is one of understandably defining these goals, then providing the direction and materials to attain them.

Changes in the socio-economic pattern of Montana have resulted in many changes in Patrol operations since it came into being thirty-five years ago. Management has had to place these changes in their proper perspective, then direct adjustment to them.

The function of the administrative staff is to direct performance of all statutory duties and provide for safety services to the citizens of Montana.

The Patrol is in constant pursuit of our stated goals of safety for all citizens on our highway system through accident prevention and assisting in maintaining the peace and dignity of the State of Montana.

PROGRAM INVENTORY AND COST SUMMARY

<u>PROGRAM</u>	<u>COST</u> <u>1969-70 F. Y.</u>
PATROL OPERATIONS.....	\$ 336,315.91
DRIVER LICENSING.....	615,461.03
FIELD SERVICES.....	1,633,443.77
COMMERCIAL VEHICLE REGULATION.....	142,085.43
TOTAL.....	<u><u>\$2,727,306.14</u></u>

MAJOR ACCOMPLISHMENTS

PATROL OPERATIONS PROGRAM

Achievements. The Highway Patrol, through its policy of frugality in the expenditure of resources, has habitually allowed the return of funds to the State's General Fund. The return from the Patrol budget for fiscal year 1969-70 was in excess of \$150,000.

During the 1969-70 fiscal year, nearly 30,000 man-hours were spent in training present and new personnel. This was in addition to the task of general administration of the Patrol.

DRIVER LICENSING PROGRAM

Achievements. During the past year, the Driver Licensing Section of the Montana Highway Patrol has accomplished the conversion of the basic driver license information to data processing format. This was done through the Federal Highway Safety Grant in the amount of \$87,600 (100% Federal funding, matched by driver license clerical salaries). This accomplishment paves the way for progress toward a totally integrated traffic records system.

The Driver Licensing Program made 315,295 contacts during the year. These ranged from issuing new licenses through taking driver improvement action, board suspension and mandatory revocation required by State statute.

FIELD SERVICES

Achievements. Approximately 100,000 personal contacts (exclusive of verbal contacts) were made in the field of accident prevention. These efforts concentrated in the areas of education, engineering and enforcement.

MAJOR ACCOMPLISHMENTS

COMMERCIAL VEHICLE REGULATION

Achievements. Efforts to control and regulate commercial vehicles resulted in 25,000 personal contacts (exclusive of enforcement action or verbal contacts) with those engaged in the transportation of goods and property.

MAJOR RECOMMENDATIONS

PROGRAM: Patrol Operations

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 1 of 7

CATEGORY: Increasing existing services

RECOMMENDATION

A major need is for more money for all personnel. These salaries should be brought into line with industry and other salary schedules. It is estimated that this will cost \$508,000 over 1970-71 anticipated salaries.

DISCUSSION

Within the last year we have lost nine men to other occupations due to inadequate salaries. This reflects a total of 124 man-years experience and training. In addition, a high turn-over in key civilian personnel creates operations problems. The problem is being alleviated through reorganization of salary structures.

MAJOR RECOMMENDATIONS

PROGRAM: Patrol Operations

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 2 of 7

CATEGORY: Increasing existing services

RECOMMENDATION

An additional \$750,000 should be appropriated to hire and equip an additional fifty (50) Highway Patrolmen to meet requirements in the enclosed recommendation and to provide more efficient service to the traveling public.

DISCUSSION

The major factor in reducing the State's annual death toll on the highway system is increasing the effort toward accident prevention, which can be brought by providing better coverage by enforcement officers. Also included in this recommendation are sufficient personnel to administer an increased examination workload brought about by Priority 3. The legislation now being written could require the addition to our present force of fifteen (15) driver examiners and six (6) hearing officers.

MAJOR RECOMMENDATIONS

PROGRAM: Driver Licensing

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 3 of 7

CATEGORY: Increasing existing services

RECOMMENDATION

The Montana Highway Patrol recommends improvement of driver licensing services by increasing the life of the driver license to four (4) years, with a required written re-examination for each renewal. It is also recommended that driver licenses issued be "classified" as to the type of vehicle driven. It is estimated that the total increase in expenditures for the above recommendation would be approximately \$313,000 over the 1969-71 biennium.

It is also recommended that the Implied Consent program be started as soon as possible. The approximate cost of implementation of the Implied Consent would be \$35,000. This cost would be expended for training and equipment. It is estimated that approximately \$25,000 of the above amount could be Federally funded.

MAJOR RECOMMENDATIONS

CATEGORY: Increasing existing services (continued)

DISCUSSION

It is generally accepted that under Montana's present driver licensing system, an individual can, by renewing on time, drive for an indefinite period without being required to improve his knowledge of the driving task. This, of course, creates a problem in that the driving task continues to increase in complexity almost daily due to the rapid increase of traffic on our highways. The proposed four-year license, with written examination and classified license, would tend to alleviate much of the existing problem, and would require each individual to improve his knowledge of laws and regulations governing vehicular traffic related to the vehicle being driven.

It is felt that the enactment of Implied Consent legislation, as currently proposed, would be of significant help in combating the problem of drinking drivers who, as our reports indicate, are involved in at least 50% of the fatal automobile accidents occurring in the State of Montana.

An additional important consideration for the legislative enactment of the above recommendations is that they would essentially comply with the Federal Highway Safety Bureau's Standards in these areas. This is an important consideration, inasmuch as non-compliance could result in the well-known 10% penalty against highway construction funds.

MAJOR RECOMMENDATIONS

PROGRAM: Driver Licensing

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 3(a) of 7

CATEGORY: Providing greater authority to administer existing
programs

RECOMMENDATION

In conjunction with Priority 3, it is recommended that the driver license fee be increased from the present two dollars (\$2.00) per year to two dollars and fifty cents (\$2.50) per year. At existing levels, this would indicate a net increase of \$250,000 over the forthcoming biennium.

DISCUSSION

The above-noted increase is needed to offset some of the cost involved in the administration of the overall licensing recommendation. It is felt that the license itself should be changed to a more durable format (laminated or all plastic cards), as the current photo license would not be serviceable through a four-year period.

MAJOR RECOMMENDATIONS

PROGRAM: Driver Licensing

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 3(b) of 7

CATEGORY: Providing greater authority to administer existing programs.

RECOMMENDATION

The cost of operator abstracts as outlined under Section 53-420, R. C. M., 1947, be increased from \$1.00 to \$2.50 as a revenue procuring measure to offset increases in recommended appropriations.

DISCUSSION

This recommendation, it is estimated, would increase income to the State's General Fund as follows:

Fiscal year 1971-72	\$168,000
Fiscal year 1972-73	\$205,500

MAJOR RECOMMENDATIONS

PROGRAM: Field Services

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 4 of 7

CATEGORY: Improving coordination with other agencies or programs

RECOMMENDATION

An additional \$108,000 should be appropriated to purchase and install gasoline tanks and pumps meeting requirements of the State Fire Marshal.

DISCUSSION

The Montana Highway Patrol is currently purchasing gasoline which is delivered to overhead or exposed tanks in various locations through the State. The Highway Patrol has been informed by the office of the State Fire Marshal that this installation must be protected, as required by State Fire Codes, as soon as possible.

MAJOR RECOMMENDATIONS

PROGRAM: Field Services and Patrol Operations

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 5 of 7

CATEGORY: Improving coordination with other agencies or programs providing greater authority to administer existing programs.

RECOMMENDATION

The appropriation of \$150,000 to improve the communications capabilities of the Montana Highway Patrol through purchasing and installation of Patrol-operated base stations and the personnel necessary to staff a statewide network, providing a microwave link between the outlying stations and Headquarters to improve uniformity of operation.

DISCUSSION

The major factor in the above recommendation is the increased use of the law enforcement radio frequency 39.82 by other agencies, making communications of any type extremely difficult. This lack of communication is an increasing danger to the traveling public when emergency vehicles cannot be contacted

MAJOR RECOMMENDATIONS

CATEGORY: Improving coordination with other agencies or programs providing greater authority to administer existing programs.

DISCUSSION (continued)

for dispatch to accident scenes or crime information cannot be readily disseminated. In addition, there exists no effective communication system for use in any future statewide emergency.

MAJOR RECOMMENDATIONS

PROGRAM: Field Services and Patrol Operations

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 6 of 7

CATEGORY: Increasing existing services

RECOMMENDATION

An additional \$128,000 should be appropriated to purchase two aircraft. One four-place fixed wing aircraft, with an approximate cost of \$28,000, to be used for administrative transportation; and second, a four-place helicopter to be used in pilot programming for traffic control enforcement and emergency medical service.

DISCUSSION

A major problem in the administrative function of the Montana Highway Patrol is the extremely large area of the State of Montana. Too large an amount of time is spent in travel to more distant parts of the State. It is felt that use of aircraft for this purpose would provide, in fact, net savings to the Patrol in administrative costs. The large area of the State of Montana also enters into recommendations for purchasing of a helicopter, along with the fact that aerial enforcement has proved to be

MAJOR RECOMMENDATIONS

CATEGORY: Increasing existing services

DISCUSSION (continued)

a great assistance in many states. It is also felt that use of a helicopter in pilot programming for emergency medical service would give the State valuable information as to feasibility for increasing this type service.

MAJOR RECOMMENDATIONS

PROGRAM: Field Services

REQUIRED IMPLEMENTATION ACTION: Legislative

PRIORITY RATING: 7 of 7

CATEGORY: Adding new services

RECOMMENDATION

It is also recommended that an additional \$150,000 be appropriated for implementation of Motor Vehicle Inspection, as is required by Federal Highway Safety Bureau Standards.

DISCUSSION

National statistics indicate that a significant number of motor vehicles are operating with mechanical defects serious enough to affect their safe operation. It is felt that by implementation of this recommendation, a step can be made toward reducing involvement of such vehicles in highway accidents.

ANALYSIS OF PROGRAMS

PATROL OPERATIONS

Services Provided. General administration, accounting and records, printing, accident analysis, purchasing and supply, safety and education, and information to the general public.

Objectives. The objectives are to modernize and mechanize the general operation in keeping with the ever-increasing workload required in the above-mentioned areas. The outlook toward an up-dated record-keeping system in all areas is a must due to current and projected volumes of paperwork. The need exists for an independent statewide communications network to meet our responsibilities to the various agencies and national information interchange centers. All programs are planned with the thought of providing improved service to the people.

Target Groups. The program is concerned with highway safety and thus becomes beneficial to all citizens.

Achievements. An increase in all activities directed toward the three major antidotes for traffic accidents were noted. The areas of education, engineering and enforcement found a substantial volume of the statewide action through the inception of Patrol programs. Engineering changes and selective enforcement resulting from record analysis are noteworthy. Defensive Driving Courses, school bus driver seminars, and support of and participation in driver education within the school system were areas of major improvement.

ANALYSIS OF PROGRAMS

PATROL OPERATIONS (continued)

Cost and Performance Summary. The following data is presented in summary form. Additional supporting data is available upon request.

Fiscal Years	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>
Cost.....	\$294,993.77	\$253,698.03	\$336,315.91

PERFORMANCE:

1,262	Hours spent on safety presentations
1,837	School bus inspections performed
3,500	Administered Defensive Driving Course, various school bus driver seminars, first aid courses

ANALYSIS OF PROGRAMS

DRIVER LICENSING

Services Provided. Examining and renewing licenses for the driving public, maintaining a driver licensing record system of each driver's history, and attempting to improve the performance of the driver, if his history indicates he may have a driving problem.

Administering requirements of the Safety Responsibility Act, and the matters involving personnel operations both in relation to uniformed Examiners and civilian employees of Headquarters and field locations.

Objectives. Statistics prove that the major causative factor of motor vehicle accidents is driver error. To this point the driver licensing program, as it exists in the State of Montana, is designed to improve the knowledge and performance of the driving public.

Target Groups. Although the aim of our driver licensing program is the over-all improvement of the driving public, it seems possible to effect a substantially greater improvement in two specific groups -- those drivers who are under the age of twenty-five (25), and that portion of our licensed drivers who have not been examined.

Achievements. The end result of any driver license program is a substantial reduction in the accident-fatality rate and a substantial increase in driver abilities and knowledge. To this end during 1969-70 fiscal year, a new driver improvement plan was

ANALYSIS OF PROGRAMS

DRIVER LICENSING (continued)

put into operation. The long-range effect of this plan should reduce the above-mentioned accident-fatality rate.

As the basis of our driver improvement operation is a two-year time period, we cannot yet point to any concrete achievements, but it is hoped that the records will show a significant reduction in the future. In addition, progress has been made toward automating the driver license files to the point that some use will be made as early as January 1971 toward better communications.

Cost and Performance Summary. The following data is presented in summary form. Additional supporting data is available upon request.

	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>
Cost.....	\$508,555	\$518,375	\$616,543
PERFORMANCE:			
Licenses renewed	146,922	176,357	139,717
New licenses issued	28,519	40,086	42,243
Licenses suspended under driver improvement	2,915	3,267	3,282
Licenses revoked	1,286	1,449	1,560
Licenses suspended under Safety Responsibility Act	3,299	2,585	3,293

FIELD SERVICES

Services Provided. Vehicle enforcement, traffic patrol, accident investigation, mercy details, auto theft investigation, rescue detail, subpoena service, vehicle inspection, livestock inspection, and traffic law enforcement.

Objectives. The objectives are to assist the motoring public and investigate mishaps occurring upon public roads. Every effort is made to move the traffic from point of origin to destination as quickly and safely as possible through regulation and supervision of vehicular traffic. Retraining of licensed drivers, through the use of defensive driving courses, will be of top priority. The Highway Patrol will continue programs of selective enforcement and utilization of other modern methods of law enforcement to combat the ever-increasing accident occurrences throughout Montana.

Target Groups. Citizens of Montana, visitors to Montana and commercial haulers.

Achievements. The increase of personal contact with the motoring public in both the areas of education and enforcement is significant. Pilot programs of aerial surveillance were initiated with the support of the Governor and the National Guard. These programs were on a very limited basis and data collected was not of sufficient volume to be conclusive at this time. The utilization of more radar in an effort to reduce hazardous speeds was pursued throughout the State.

ANALYSIS OF PROGRAMS

FIELD SERVICES (continued)

Cost and Performance Summary. The following data is presented in summary form. Additional supporting data is available upon request.

Fiscal Years	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>
Cost.....	\$1,417,878.00	\$1,467,492.79	\$1,633,433.72

PERFORMANCE:

91,505 Total citations and warnings

7,410 Total accidents investigated

ANALYSIS OF PROGRAMS

COMMERCIAL VEHICLE REGULATION

Services Provided. Gross vehicle weight law enforcement, registration enforcement, weighing detail, truck inspection, gross vehicle weight fees collections, Diesel gas tax enforcement, and public information.

Objectives. To regulate the operation of trucks, trailers and heavy equipment traveling both intrastate and interstate on the roads and highways of the State of Montana. The purpose is to protect the serviceability of the roads and highways, and also to insure the payment of the required legal taxes necessary to maintain said serviceability by the highway users.

Target Groups. Generally all commercial vehicles, with specific attention to operators of vehicles grossed over 24,000 pounds.

Achievements. This program aided in the collection of fees related to commercial vehicle regulation; in addition the program aided in the registration of commercial vehicles engaged in seasonal agricultural operations.

Cost and Performance Summary. The following data is presented in summary form. Additional supporting data is available upon request.

Fiscal Years	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>
Cost.....	\$128,811.51	\$121,762.07	\$142,085.43

PERFORMANCE:

24,755 contacts resulting in gross vehicle action

PROJECT COSTS BY OBJECT OF
EXPENDITURE AND SOURCE OF FUNDING
1969-70 FISCAL YEAR

Program: MONTANA HIGHWAY PATROL

OBJECT OF EXPENDITURE

Personal Services.....	\$ 1,771,349
Operations.....	730,506
Capital.....	225,450
Grants and Benefits.....	<u>160,773</u>
Total Expended.....	<u><u>\$ 2,888,078</u></u>

SOURCE OF FUNDING

General Fund.....	\$ 2,567,665
Earmarked Revenue Fund.....	133,713
Federal and Private Revenue Account.....	25,927
Highway Patrol Retirement Account.....	<u>160,773</u>
Total Funding.....	<u><u>\$ 2,888,078</u></u>

PROJECT COSTS BY OBJECT OF
EXPENDITURE AND SOURCE OF FUNDING
1969-70 FISCAL YEAR

Program: PATROL OPERATIONS

OBJECT OF EXPENDITURE

Personal Services.....	\$ 226,712
Operations.....	74,196
Capital.....	35,407
Grants and Benefits.....	<u>160,773</u>
Total Expended.....	<u><u>\$ 497,088</u></u>

SOURCE OF FUNDING

General Fund.....	\$ 336,315
Highway Patrol Retirement Account.....	<u>160,773</u>
Total Funding.....	<u><u>\$ 497,088</u></u>

PROJECT COSTS BY OBJECT OF
EXPENDITURE AND SOURCE OF FUNDING
1969-70 FISCAL YEAR

Program: DRIVER LICENSING

OBJECT OF EXPENDITURE

Personal Services.....	\$ 373,420
Operations.....	207,306
Capital.....	<u>34,735</u>
Total Expended.....	<u><u>\$ 615,461</u></u>

SOURCE OF FUNDING

General Fund.....	\$ 589,534
Federal and Private Revenue Account.....	<u>25,927</u>
Total Funding.....	<u><u>\$ 615,461</u></u>

PROJECT COSTS BY OBJECT OF
EXPENDITURE AND SOURCE OF FUNDING
1969-70 FISCAL YEAR

Program: FIELD SERVICES

OBJECT OF EXPENDITURE

Personal Services.....	\$ 1,080,851
Operations.....	407,688
Capital.....	<u>144,905</u>
Total Expended.....	<u>\$ 1,633,444</u>

SOURCE OF FUNDING

General Fund.....	<u>\$ 1,633,444</u>
Total Funding.....	<u>\$ 1,633,444</u>

PROJECT COSTS BY OBJECT OF
EXPENDITURE AND SOURCE OF FUNDING
1969-70 FISCAL YEAR

Program: COMMERCIAL VEHICLE REGULATION

OBJECT OF EXPENDITURE

Personal Services.....	\$ 90,366
Operations.....	41,316
Capital.....	<u>10,403</u>
Total Expended.....	<u>\$ 142,085</u>

SOURCE OF FUNDING

General Fund.....	\$ 8,372
Earmarked Revenue Fund.....	<u>133,713</u>
Total Funding.....	<u>\$ 142,085</u>

